

TENNESSEE GENERAL ASSEMBLY  
FISCAL REVIEW COMMITTEE



**FISCAL NOTE**

**SB 1773 – HB 1830**

February 4, 2022

**SUMMARY OF BILL:** Requires each law enforcement agency to provide a report to the Department of Health (DOH) biannually with incident-level data on shootings that occur within the agency's jurisdiction.

Requires DOH to submit an annual report on the public health impacts of gun violence on local communities to the General Assembly and each county and municipality in the state. Requires DOH to develop a gun safety program that would provide educational resources and firearm safety devices to families at no cost and be distributed through hospital emergency departments. Encourages DOH to create a new hospital-based violence intervention program to be implemented in hotspot communities within each municipality or county and to include outreach workers that would engage with gun violence victims directly and connect them to wrap-around services.

Requires the Department of Safety (DOS) to develop a firearm buyback program in collaboration with local community groups.

Requires the Department of Education (DOE) to develop a program for K-12 schools that teaches students methods of nonviolent conflict resolution.

Encourages the Department of Labor and Workforce Development (DLWD) to create a youth employment program that includes training on the skills needed for employment, including nonviolent conflict resolution.

**FISCAL IMPACT:**

**Increase State Expenditures – \$668,000/FY22-23  
\$652,800/FY23-24 and Subsequent Years**

Assumptions:

- In addition to all that is required by this legislation, this analysis assumes all relevant agencies will accomplish what the legislation encourages them to do.

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*The Department of Health*

- Per the proposed legislation, DOH will need to create a new hospital-based violence intervention program to be implemented in hotspot communities within each municipality or county, which includes participation by local constituent groups and outreach workers to engage with shooting victims directly.
- The department cannot accommodate these requirements with existing personnel and will need to hire these positions.
- This can be accomplished by one Public Health Program Director 2 and nine Social Worker 2 positions – three for each grand division of the state.
- The recurring increase in state expenditures for new DOH personnel salary and benefits is estimated to be \$450,812 (\$327,204 salary + \$123,608 benefits).
- A one-time increase in state expenditures for laptop computers and monitors estimated to be \$15,150 [(10 laptops x \$1500) + (1 monitor x \$150)].
- A recurring increase in state expenditures for phones, remote access, administrative support, supplies, and travel estimated to be \$127,270 [10 x (\$1,600 phones and networks + \$127 remote access + \$7,900 administrative support + \$600 supplies + \$2,500 travel)]
- It is assumed the program director will work out of existing office space in Nashville and that the social workers will work mostly remotely and can be accommodated within existing space somewhere within each of the three grand divisions; therefore, it is assumed no additional office space will be required.
- All additional local outreach workers are assumed to be volunteers.
- The DOH is required to create a gun safety program to provide educational resources to families regarding home firearm safety and free firearm safety devices, which are assumed to be lockboxes.
- It is assumed that DOH can produce and distribute the educational materials within existing resources.
- Due to multiple variables, it is unknown precisely how many firearm lockboxes DOH will be required to distribute annually.
- According to TBI's Crime Insight statistical database, in 2020, there were approximately 19,885 cases of murder and aggravated assault involving a firearm combined across the state. It is assumed that this is a good indicator of the approximate annual number of victims of gun violence across the state.
- Because the legislation requires the gun safety program to be administered through emergency departments and primary care centers, it is assumed that the victims of gun violence and their families visiting those places of care represent the demographic that has the potential to receive the proposed services of the program.
- If half of the estimated annual 19,885 victims of gun violence, or 9,943 victims ( $19,885 / 2$ ), visit a care facility and half of those victims, or 4,972 ( $9,943 / 2$ ) receive services from the gun safety program to include a free gun safety lockbox, then the estimated number of lockboxes DOH will distribute each year as part of the hospital-based gun safety program is estimated to be 4,972 lock boxes.
- It is assumed DOH can procure the lock boxes in bulk for an estimated cost of \$10 per box.

- Therefore, the recurring increase in state expenditures to DOH to procure the required number of firearm lockboxes is estimated to be \$49,720 (4,972 x \$10).
- The DOH is required to produce an annual report on the public impacts of gun violence on local communities to include data on the deaths, disabilities, mental illnesses, and economic hardships stemming from gun violence, as well as research-based information from which to make informed decisions on how best to protect Tennesseans from gun violence. It is assumed DOH can produce this report utilizing existing resources.
- The total one-time increase in state expenditures to DOH is estimated to \$15,150 in FY22-23.
- The total recurring increase in state expenditures to DOH is estimated to be \$627,802 (\$450,812 salaries and benefits + \$127,270 various operational and administrative expenses + \$49,720 firearm safety lockboxes), beginning in FY22-23.

#### *The Department of Education*

- The DOE is required to develop a program for K-12 schools to teach students strategies and methods of nonviolent conflict resolution.
- Pursuant to Tenn. Code Ann. 49-6-1007(a), the course of instruction in all public schools must include character education to develop positive values and become good citizens; public schools are also ‘urged to include the use of nonviolence as a means of conflict resolution within character education’. Based on information provided by DOE, existing curriculum developed by the department and Local Education Agencies in accordance with these existing requirements will enable DOE to meet the new requirement without the need for additional resources.

#### *The Department of Labor and Workforce Development*

- The DLWD is encouraged to create a youth employment program that includes training on the skills needed for employment, including nonviolent conflict resolution.
- Among other adjacent initiatives, the DLWD administers a youth program as part of the Workforce Innovation Opportunity Act (WIOA), which is a federal program that was enacted in 2014.
- The DLWD WIOA Youth Program offers a wide range of services to eligible participants between the ages of 14-24 that includes occupational skills training, education, tutoring, mentoring, comprehensive guidance and counseling, and more.
- Although nonviolent conflict resolution is not currently listed as a specific area of focus, it is assumed that the teaching of such methods could be incorporated into existing services available through the WIOA Youth Program without a need for additional state resources; therefore, any fiscal impact to DLWD to meet the requirements of this legislation is estimated to be not significant.

#### *The Department of Safety*

- The DOS is required to develop a firearm buyback program in collaboration with local community groups. Compensation for firearms may be paid in cash or other items of value such as grocery vouchers or sporting event tickets.
- Firearms buyback programs in the cities of Memphis and Nashville in recent years have averaged over 100 firearms collected for one-day events. The police departments in

those cities offered gas and grocery gift cards in the range of \$50-\$100 in exchange for each firearm surrendered, with Kroger and Mapco among the event sponsors.

- If one-day events in a single city averaged over 100 firearms collected, it is reasonable to assume that DOS could collect 1,000 firearms per year in an annual statewide effort.
- The details of the arrangements between the police departments and the sponsors are unknown, but it is assumed that the sponsors absorbed at least half of the cost of compensation.
- It is assumed these types of sponsorships would be available to DOS in a new firearm buyback program.
- The proposed legislation does not include detailed requirements of DOS in regards to how the program should be conducted, whether it would be available year-round or event-based, or how much precisely should be offered in compensation.
- It is assumed that DOS will collect 1,000 firearms per year with an average compensation value of \$50 in the form of gift vouchers through various partnerships, resulting in a required \$50,000 in compensation value. It is further assumed that the programs sponsors will absorb half of the needed value, or \$25,000 ( $\$50,000 / 2$ ).
- Therefore, a recurring increase to DOS for compensation for firearms surrendered estimated to be \$25,000 ( $\$50,000 \text{ required} - \$25,000 \text{ provided by sponsors}$ ).
- All firearms collected in the buyback program are required to be destroyed. The vendor the Tennessee Bureau of Investigation (TBI) currently uses for this does not charge a fee for the service. However, according to the TBI, use of this service is infrequent. If volume increase substantially as a result of a buyback program, the TBI could incur additional fees in the future.
- It is assumed DOS could develop and sustain the program with existing personnel, and would not require any additional new hires, and that any other related expenses such as travel could be absorbed within existing resources.
- Therefore, the total recurring increase in expenditures to DOS to implement a firearm buyback program is estimated to be \$25,000 in FY22-23 and subsequent years.

#### Local Law Enforcement Agencies

- Local law enforcement agencies are required to provide the DOH biannually with incident-level data on shootings that occur within the agency's jurisdiction.
- All local law enforcement agencies across the state are currently required to participate in a crime data sharing program managed by the TBI known as the Tennessee Incident Based Reporting System, or TIBRS.
- As part of this participation, local police and sheriff departments currently collect and report incident-level data on criminal offenses involving a firearm.
- Although there are types of shootings that occur that are not captured by existing TIBRS protocols, namely accidental discharges and those without criminal intent, it is assumed the current practices would capture an adequate amount of data to satisfy the intent of the legislation, which is to identify and track hotspots in order to direct resources.
- The agencies will be required to generate and send an additional report, but it is assumed they can do so twice per year with existing personnel and resources.

Total Increase in State Expenditures

- A total one-time increase in state expenditures to the General Fund is estimated to be \$667,952 (\$15,150 DOH + \$627,802 DOH + \$25,000 DOS) in FY22-23.
- A total recurring increase in state expenditures to the General Fund is estimated to be \$652,802 (\$627,802 DOH + \$25,000 DOS) in FY23-24 and subsequent years

**CERTIFICATION:**

The information contained herein is true and correct to the best of my knowledge.

A handwritten signature in black ink that reads "Krista Lee Carsner". The signature is written in a cursive, flowing style.

Krista Lee Carsner, Executive Director

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